

**Town Plan Amendment
Statement of Justification
Crescent Parke
PIN ## 232-37-7166, 232-37-5627, 232-38-9290,
232-28-3893 and 232-37-3721
December 23, 2014**

I. Introduction

Lansdowne Development Group, the applicant, is proposing a Town Plan Amendment (TPA) for the land assemblage Lansdowne Development Group is proposing to develop under the name Crescent Parke. The Crescent Parke land assemblage contains approximately 53.3 acres and is the subject of a rezoning application filed with the Town with the case number TLZM 2013-0006. The proposed TPA is to add a functional street classification for the extension of Davis Avenue (Davis Avenue Extension) and to change the land use designation for an approximately 29 acre portion of the land assemblage as shown on the rezoning concept plan accompanying this amendment. Approximately 27 of the 29 acres are designated as Crescent District Commercial/Mixed Use and two of the 29 acres are designated as Crescent District Open Space. In the accompanying rezoning application, TLZM-20013-0006, the applicant is proposing residential use (Crescent District – Residential High Density or CD-RH), in order to develop 305 single-family attached townhouse and stacked townhouse dwelling units on the 29-acre portion subject to the TPA. The balance of the 53 acres is proposed to develop with over 282,250 square feet of commercial office and retail uses and 96 multifamily dwelling units. The proposed concept plan for TLZM-20013-0006 provides the lay-out anticipated for the residential component of Crescent Parke. The relocation of Davis Court (in response to staff comments provides a block of land for additional commercial space to be constructed as a by-right use.

II. Davis Avenue Designation

The applicant is requesting to designate the Davis Avenue extension alignment shown on the Crescent District Future Streets Policy Map dated January 8, 2013 as a Through Collector Street. Including this designation in the Town Plan will set the stage to reclassify the Davis Drive Extension in the Crescent District to a General Urban Street section rather than an Urban Boulevard street section. The applicant's traffic counts for traffic generated by the proposed Crescent Parke plan on-site is 1,865 ADT. Assuming that half of the trips from Gateway Drive will use this road segment rather than Sycolin Road, which would add an additional 1,825 ADT to the Davis Avenue Extension for a total ADT of 3,690 trips, which is easily handled with a two-lane road section. The narrower road section results in less pavement and impermeable surface on the property, less disruption to the flood plain for the bridge crossing of Tuscarora Creek, and a more pedestrian friendly roadway through the community with slower traffic speeds and narrower street sections for pedestrians to cross and navigate.

III. Residential Land Use Designation

The primary justification for the residential land use designation is that the proposed residential neighborhood provides a more compatible land use pattern that will achieve a better transition between land uses. The Crescent District Land Use Policy Map designates

Commercial/Mixed Use as the predominant land use designation in the Crescent District Master Plan (CDMP), and is primarily located along the major town streets of East Market Street, South King Street and Catocin Circle – the locations where Commercial/Mixed Use is best suited. The portion of Crescent Parke included in the TPA application is located at the southern edge of the Crescent District and adjacent to an existing residential neighborhood to the east that is located outside of the Crescent District. The proposed residential neighborhood itself is bounded by the previously mentioned existing residential neighborhood on the east, Tuscarora Creek on the north, Olde Izaak Walton Park on the west and the Dulles Greenway/Route 15 Bypass ramp to the south. The natural/open space features on the north and west and limited access roadway on the south isolate this portion of Crescent Parke from the balance of the commercial/mixed use areas of Crescent Parke and the remainder of the Crescent District. The applicant believes a residential land use provides a more compatible continuation of the existing residential neighborhood that is the most immediate adjacent land use.

The proposed plan amendment provides an alternative vision for the property, which views Crescent Parke as a unified entity composed of two distinct neighborhoods – a mixed use commercial/residential neighborhood on the north side of Tuscarora Creek and a residential neighborhood on the south side of Tuscarora Creek within walking distance of the mixed-use commercial/residential “downtown” area of Crescent Parke as well as the existing grocery store adjacent to Crescent Parke. This replicates the pattern of downtown historic Leesburg where single-use residential neighborhoods surround the downtown area within walking distance of the shops and businesses in the downtown area.

Tuscarora Creek and Olde Izaak Walton Park provide a natural divide between the commercial/mixed use areas and the residential areas. Furthermore, the residential designation will result in residents, along with the businesses in the balance of Crescent Parke, locating adjacent to the Town park facility of Olde Izaak Walton Park, where they can readily access this major open space and park facility. Since the residential neighborhood is included in a unified development plan along with the commercial/mixed use portion of Crescent Parke, it will meet the town's desires for diversity and fiscal balance within the Crescent District. Additionally, the replanning and rezoning of the residential neighborhood will provide the needed roadway connection between South King Street and Sycolin Road including the costly bridge construction over Tuscarora Creek. It also provides the opportunity to provide the pedestrian trail planned along Tuscarora Creek. As a result, this Town Plan Amendment and accompanying rezoning application will afford the town the opportunity to complete significant planned transportation and recreation corridor segments in a currently under-utilized section of the town.

A major benefit of this proposal is that it provides the opportunity for the town to obtain a proffer for the construction of the Davis Avenue bridge over the Tuscarora Creek, a significant connection identified in the Crescent District Master Plan, and a costly improvement that the Town would need to fund if the property were to develop under by-right zoning and uses.

An analysis of the proposed amendment in terms of the elements of the Crescent District Master Plan is provided as follows:

I. Elements of the Town Plan Analysis

- A. Natural Resources: The Crescent District Natural Resources objectives primarily address Town Branch, while Crescent Parke is adjacent to Tuscarora Creek. The concept plan submitted for Crescent Parke protects the Tuscarora Creek floodplain and provides a fifty-foot Creek Valley Buffer along with onsite stormwater Best Management Practices (BMPs) consistent with the Design and Construction Standards Manual (DCSM). The TPA and accompanying rezoning afford the Town the opportunity to seek additional measures to address *"...low impact site design, erosion control, stormwater treatment practices, control of non-stormwater discharges, flood protection, and an increase in the tree canopy to the greatest extent practicable"* (Objective 2, page 11-5) as compared to the by-right development under the Commercial plan designation and zoning district.
- B. Parks and Recreation: The TPA and accompanying rezoning application offer several opportunities to implement recommendations of the Town's Parks and Recreation Master Plan for the property, since Olde Izaak Walton Park is located adjacent to the TPA property and Tuscarora Creek traverses the Crescent Parke property. The rezoning concept plan proposes to construct the trail along the southern side of Tuscarora Creek, adjacent to Olde Izaak Walton Park and the proposed residential neighborhood. Provided the off-site landowner(s) cooperate, this trail could be extended along the creek to provide a connection to Brandon Park. The residential rezoning application will provide the opportunity for the Town to receive proffers in the form of cash or other contributions that could be used toward achieving the Parks and Recreation Master Plan goals of purchasing the Olde Izaak Walton Park or the provision of playing fields at either Olde Izaak Walton Park or Brandon Park. The parks plan also calls for enhancing the gateways to the Town through *"...additional street tree plantings, median plantings, sidewalk construction, coordinated site furnishings (such as benches, signs, and trash receptacles)..."* Crescent Parke's entrance is located on South King Street and could contribute to that gateway to the town, as envisioned in the parks plan. Internal to the residential neighborhood, numerous small open spaces in the form of neighborhood greens, pocket parks, linear parks, plazas, alleys and a lakeside park will be provided to implement Objective 6 of the Parks and Recreation section of the Crescent District Master Plan (p. 11-7), which calls for *"[T]he creation of small open spaces such as plazas, alleys, and greens, similar to those that exist in the current downtown area..."* In fact, Crescent Park will be providing more of these areas than exists in the current downtown area.
- C. Heritage Resources: The Town Plan states that *"...the Crescent District is intended to protect the edges of the historic district and the areas adjacent to the original Old and Historic District."* Objective 1a of the Heritage Resources section (p. 11-7), however, states that *"...[T]he closer development is to the original Old and Historic District, the more that characteristics of the original Old and Historic District should be utilized with respect to height, scale, massing, site layout and design, and architecture."* The residential neighborhood of

Crescent Parke is located at the edge of the Crescent Design District. It will adhere to the design standards set forth in the zoning ordinance, which is the means for implementing this objective of the Crescent District Master Plan.

- D. Community Design: Community design is the prime consideration of the Crescent District Master Plan and the Crescent Design District is its regulatory expression in the zoning ordinance. The proposed residential use is equally subject to the design standards contained in the zoning ordinance as the by-right commercial plan designation and zoning. Being at the edge of the Crescent Design District, this location offers the opportunity for more flexibility in design with regard to height, scale and massing, while still applying the traditional building materials and adhering to the design principles and standards called for in the plan. Specifically, the rezoning concept plan establishes the intended pedestrian-oriented streetscape of the Crescent Design District within the proposed residential neighborhood, with dwellings located close to the street complemented by wide sidewalks, street trees and parallel parking, with garages accessed via rear alleyways. A roundabout serves as the residential community focal point while serving to calm through traffic in the neighborhood, since the street provides the connection between South King Street and Sycolin Road as called for in the CDMP and the Crescent Design district. The elevations submitted with the rezoning application will facilitate the discussion between the applicant and staff regarding how Crescent Parke will meet applicable architectural standards.
- E. Land Use: Crescent Parke is proposing a stand-alone residential neighborhood as part of the larger Crescent Parke plan that incorporates non-residential uses including an office building, office over first-floor retail buildings, a multi-family residential over first-floor retail building and two-over-two single-family attached residential units. The residential neighborhood complements this significant mixed-use component of Crescent Parke. Furthermore, the portion of Crescent Parke included in the TPA application is located at the southern edge of the Crescent District and adjacent to an existing residential neighborhood to the east that is located outside of the Crescent District, thereby ensuring compatibility between uses. The proposed residential neighborhood itself is bounded by the previously mentioned existing residential neighborhood on the east, Tuscarora Creek on the north, Olde Izaak Walton Park on the west and the Dulles Greenway/Route 15 Bypass ramp to the south. The natural/open space features on the north and west and limited access roadway on the south isolate this portion of Crescent Parke from the balance of the commercial/mixed use areas of Crescent Parke and the remainder of the Crescent District. The applicant believes a residential land use provides a more compatible continuation of the existing residential neighborhood that is the most immediate adjacent land use. Tuscarora Creek and Olde Izaak Walton Park provide a natural divide between the commercial/mixed use areas and the residential areas. Furthermore, the residential designation will result in residents, rather than businesses, locating adjacent to the Town park facility of Olde Izaak Walton Park, where they can readily access this major open space and park amenity. Since the residential neighborhood is included in a unified development plan along with the

commercial/mixed use portion of Crescent Parke, it will meet the town's desires for diversity and fiscal balance within the Crescent District.

- F. Housing: The proposed residential neighborhood will add to the housing mix available in the Crescent District by providing single family attached townhouse and two over two dwelling units. Couple with the multifamily units located north of Tuscarora Creek, Crescent Parke will provide a broad range of housing unit types. This neighborhood and the proposed housing types complement the dwelling units being provided in the mixed-use area of Crescent Parke. Taken together, the mixed use neighborhood and the residential neighborhood provide a variety housing types and price points that will contribute to the diversity and affordability of the town's overall housing stock.
- G. Economic Development: The Crescent District policies state that "*[T]he mixed use concept ...will help achieve the town-Wide goal of a diversified economy...*" In addition to being a more compatible land use, the proposed residential neighborhood needs to be viewed in concert with the mixed-use development proposed by the applicant as a total package for Crescent Parke. The residential neighborhood will support the businesses proposed in the commercial and mixed-use component of Crescent Parke and is located within walking distance of these businesses. The revised plan for Crescent Parke significantly increases the amount of commercial retail and office space to 282,250 square feet
- H. Transportation: The Town Plan currently does not show the Davis Avenue Extension, which is a critical roadway connection identified in the Crescent Design District. Without a designation in the Town Plan, there isn't sufficient guidance to determine the appropriate Crescent Design District street section. The applicant's traffic analysis indicates that the Through Collector designation is appropriate to handle the projected traffic for this road connection, which is appropriate as a two-lane road section. By identifying the proper road section, the road segment can be built to the proper section necessary to accommodate the traffic without over-building the roadway and thereby encouraging excessive speeds and discouraging pedestrians.

The residential neighborhood incorporates the extensions of Davis Avenue and Gateway Drive that complete the critical linkage between Sycolin Road and South King Street, which is achieved using a roundabout design that serves as both a traffic calming feature and a community focal point and identity feature. The proposed Crescent Parke development includes the mix of residential and non-residential uses necessary to fund construction of the costly bridge crossing over Tuscarora Creek that by-right development would not provide for which the Town would have to secure funding. The entire roadway through Crescent Parke will provide sidewalks on both sides of the street to facilitate pedestrian access throughout Crescent Parke as well as to locations outside of Crescent Parke, such as the existing adjacent Food Lion grocery store and adjacent residential neighborhoods. The local streets serving the neighborhood are in a block pattern (no cul-de-sacs) with alleys providing access to the garages

at the rear of the buildings. All streets will have wide sidewalks on both sides of the street with on-street parking.

- I. Community Facilities and Services: Crescent Parke is planned and designed around the Olde Izaak Walton Park, a park facility leased by the Town. The residential neighborhood not only will benefit from the views of this attractive amenity, its residents will be within walking distance of the park and will provide "eyes on the park" to enhance the security of the town residents who currently use this park in its current isolated condition. The proffers the Town will receive from the re-planning and rezoning of the residential neighborhood could be used for either acquiring the parkland and/or upgrading the facilities and amenities provided at the park.

II. Fiscal Analysis

A fiscal impact analysis for Crescent Parke was filed with the accompanying rezoning application. That analysis, prepared by Robert Charles Lesser and Company (RCLCO) for the entire Crescent Parke project, concluded that *"[O]ver the 20-year forecast period from 2014 to 2033, RCLCO estimates that the development will generate revenues of approximately \$26.3 million against expenditures of \$22.9 million, resulting in a net positive fiscal impact to the town of \$3.4 million. The majority of the revenues are attributable to real property tax and sales and meals taxes."*

III. Transportation Analysis

A transportation analysis for Crescent Parke prepared by Bowman Consulting was filed with the accompanying rezoning application. A key factor of the analysis and the Crescent Parke proposal with regard to transportation is the completion of the roadway connection between South King Street and Sycolin Road through extensions of Davis Avenue and Gateway Drive, including the construction of the costly bridge over Tuscarora Creek, as called for in the CDMF. Crescent Parke also is providing the connection to East First Street and is reserving the right-of-way for the extension of the Dulles Greenway, should that roadway be needed to handle future traffic needs in the town. The traffic analysis concluded that *"...the traffic conditions with the build-out of Crescent Parke would be adequately accommodated at the study intersections with the following improvements:*

- *Construct one northbound right turn lane at the intersection of South King Street/Davis Avenue.*
- *Construct one westbound left turn lane at the intersection of South King Street/Davis Avenue, creating dual westbound left turn lanes and restripe the existing through-left turn lane to a through-right turn lane.*
- *Traffic signal modifications to accommodate the above improvements."*

In conclusion, this Town Plan Amendment and accompanying rezoning application will afford the town the opportunity to implement a Crescent Design District project at the southern gateway to the Crescent District and complete significant planned transportation and recreation corridor segments in a currently under-utilized section of the town. The applicant is eager to

create the community envisioned by the Town in this planning and zoning effort at Crescent Parke, in addition to other sites within the Crescent District. The applicant, however, has had the opportunity to examine this site at a level of detail the Town could not when undertaking this project, and the applicant has determined that an alternative land use designation and zoning for this 29-acre portion of the Crescent District is a better fit for the community and the property, as presented in this Town Plan Amendment and accompanying rezoning application. Additionally, the review of this proposal has identified the need to designate the Davis Avenue extension within the Crescent District with the appropriate functional classification as a Through Collector roadway. The applicant respectfully requests the staff, Planning Commission and Town Council to consider this plan amendment in the light as presented in the application and agree that an alternative land use designation is appropriate at this specific location.